

**BY ORDER OF THE SECRETARY  
OF THE AIR FORCE**

**AIR FORCE INSTRUCTION 10-504**

**21 OCTOBER 2011**



**Operations**

**OVERSEAS FORCE STRUCTURE CHANGES  
AND HOST NATION NOTIFICATION**

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This instruction implements AFPD 10-5, *Basing*, and applies to regular Air Force basing actions of one year or longer. Air Force personnel will ensure other Services/Agencies comply with this instruction when coordinating their potential basing actions and requirements of one year or longer that impact Air Force installations. It provides procedures for all basing actions affecting overseas installations and augments the Air Force Strategic Basing Process described in AFI 10-503, *Strategic Basing*. It guides Major Command and Field Operating Agency (MAJCOM/FOA) coordination of proposed overseas force structure changes and installation realignments prior to initiating Joint Staff and Office of the Secretary of Defense coordination. Send comments and suggested improvements through channels, to AF/A8PB, Room 5A324, 1070 Air Force Pentagon, Washington, DC 20330-1070. This publication may be supplemented at any level, but all direct Supplements must be routed to HQ AF/A8PB for coordination prior to certification and approval. Major commands (MAJCOM), field operating agencies (FOA), and direct reporting units (DRU) shall send a copy of their supplement to HQ AF/A8PB; other organizations send a copy of each supplement to the next higher headquarters. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with Air Force Manual (AFMAN) 33-363, Management of Records, and disposed of in accordance with the Air Force Records Disposition Schedule (RDS) located at <https://www.my.af.mil/afrims/afrims/afrims/rims.cfm>.

**SUMMARY OF CHANGES**

This document is substantially revised and must be completely reviewed.

This version supersedes all previous versions of AFI 10-504. This version incorporates SECAF-directed changes to the basing approval process that links acquisition, weapon system road maps, force structure, manpower, and the public announcement process. Major changes include: multiple organizational changes of basing functions from AF/A7CIB to AF/A8PB and references to Joint Staff and OSD processes for coordination and approval of overseas force structure changes and host nation notification.

**1. General.** The Air Force Strategic Basing Process, as described in AFI 10-503, *Strategic Basing*, provides an enterprise-wide repeatable process for decision-making to ensure all basing actions involving Air Force units and missions support Air Force mission requirements and comply with all applicable environmental guidance. AF and non-AF entities will use this AFI for basing decisions outside the United States, US territories and possessions. Only written decisions supported by the processes and procedures contained herein will be considered valid. A signed Program Action Directive (PAD) does not constitute a basing decision nor does it create an exemption to this process. All taskings related to the Strategic Basing Process must be accomplished in writing. See Attachment 1, *Glossary of References and Supporting Information*, for terms used in this instruction. Contingency and expeditionary operations are exempt from the requirements of this instruction. The terms basing and beddown are not interchangeable. Beddown is considered the execution of a basing action.

1.1. Basing Action. Any action meeting the criteria in AFI 10-503, paragraph 1.1.

1.2. Resource Commitment. No commitment of AF resources, construction, or movement of personnel and/or equipment may occur on an installation prior to Overseas Force Structure Change (OFSC) approval and completion of Host Nation Notification (HNN). This prohibition does not apply to planning processes.

## **2. Process.**

2.1. Overview. The Air Force Strategic Basing Structure (AFSBS - see Terms) provides for the Air Force approval of basing actions. All basing actions require the submission of a Basing Action Request (BAR) as described in AFI 10-503, *Strategic Basing*, to AF/A8PB and will follow the strategic basing process.

2.2. Process Steps. Basing actions requiring HAF approval will use the process as per directives in AFI 10-503. This process is designed to inform a Secretary and Chief of Staff of the Air Force (SECAF/CSAF) decision on a preferred alternative for an overseas basing action which then becomes the Air Force position that is coordinated IAW Joint Staff and Office of the Secretary of Defense (OSD) guidance for approval at the required levels outside the Air Force.

## **3. Lead MAJCOM Responsibilities**

3.1. In addition to coordinating approval of a basing action through the AFSBS, the lead MAJCOM will also coordinate as required with the geographic and functional combatant commanders (COCOMS) as directed by either SAF/IEI, the Strategic Basing Executive Steering Group (SB-ESG), or AF/A8PB. This applies to OFSC proposals, HNN coordination, and proposed installation realignments. Formal and informal COCOM coordination may be appropriate at varying points in the basing process to include defining basing action criteria, identifying installations that should be included in the enterprise wide application of criteria, and in the application of military judgment. COCOMS can also be

tasked for input and coordination by the Joint Staff after the Air Force submission of an OFSC proposal.

3.2. The process to identify a lead MAJCOM for a basing action is specified in AFI 10-503, *Strategic Basing*, paragraph 3.2.1. There will be instances where the lead MAJCOM for a basing action, e.g. AFSOC, will require COCOM coordination assistance from the COCOM's Air Force component, e.g. USAFE.

#### **4. Classification.**

4.1. Overseas basing actions are classified Confidential or higher, as appropriate. The geographic COCOM, in coordination with the Department of State/American Embassy, will declassify selected OFSC information at a specified date, normally 30 days after HNN is complete. The appropriate classification also applies to site surveys and environmental analysis related to the basing action.

#### **5. Environmental Responsibility**

5.1. The proponent (typically the lead MAJCOM) of a basing action is responsible for complying with, initiating and funding the Environmental Impact Analysis Process (EIAP).

5.2. Environmental Impact Analysis Process (EIAP). The Air Force implements the environmental analysis process through AFI 32-7061, *The Environmental Impact Analysis Process* (EIAP), as promulgated at 32 CFR Part 989 and 32 CFR, Part 187. Integration of the EIAP during the initial planning stages of proposed basing actions will ensure planning and decisions reflect environmental requirements, avoid delays later in the process, and preclude potential conflict.

5.2.1. Basing proponents/entities are responsible for ensuring the EIAP is properly timed and completed for actions potentially impacting Air Force installations. Proponents/entities will ensure basing requests reflect all essential information on how it will comply with the AF's EIAP.

5.2.2. The AF Form 813, *Request for Environmental Analysis*, is required to initiate the EIAP and a copy will be sent to AF/A8PB with an expected completion date. The AF Form 813 must clearly present the proposed action and alternatives.

5.2.3. Environmental Baseline Survey (EBS). Comply with AFI 32-7066, *Environmental Baseline Surveys in Real Estate Transactions*.

#### **6. Scope**

6.1. International Agreements. This instruction is not intended to interfere with obligations contained in international agreements concerning reporting or notification requirements regarding force structure changes, but should serve to augment and facilitate the reporting-notification process.

6.2. Moves between countries within a combatant command's area of responsibility (AOR) are considered an OFSC. The HNN request process is initiated for movement of assigned forces, which are already approved by the Secretary of Defense (SECDEF) and documented within the Forces for Unified Command memorandum. A proposal to move forces between installations within a single nation (including other Services or agencies onto Air Force

installations) would, at the discretion of the SB-ESG, require SECAF/CSAF approval prior to initiating the HNN request process.

6.3. This instruction does not apply to:

6.3.1. Unit Deployment Program. The information in this instruction does not apply to changes in OFSC structure accomplished using the existing Joint Staff/J-3 managed unit deployment program or deployment order process.

6.3.2. Pre-positioned Equipment. This instruction is not intended for prepositioned equipment, supplies, munitions, or shipping.

## 7. Policy

7.1. After a basing action has been approved by SECAF and CSAF through the AFSBS, all OFSC actions, in accordance with Title 10, Section 162, must be approved by the SECDEF or, when acting as the Defense Secretary, the Deputy Secretary of Defense. When the SECDEF approves a broad posture concept/plan, but the requested OFSC covers specific realignments which may not have been part of the broad change, the specific realignment requires SECDEF approval. The three thresholds for submitting an OFSC proposal are changes involving:

7.1.1. Organizations listed in the SECDEF's Forces for Unified Commands memorandum published in the Global Force Management Implementation Guidance (GFMIG).

7.1.2. Organizations commanded by an officer in the grade of O-4 or higher.

7.1.3. Broad Departmental responsibilities and treaties.

7.2. Actions Included in OFSC Proposals/HNN Requests. The coordination process required to obtain SECDEF approval of an OFSC and USD(P) approval to initiate HNN of an approved OFSC is outlined in CJCSI 2300.02F, *Coordination of Overseas Force Structure Changes and Host Nation Notification*.

7.3. Methods to obtain SECDEF approval are specified with the implementation of the Global Posture Integration Team (GPIT) and the Global Posture Executive Council (GPEC) that manage the Global Force Posture Implementation Guidance process.

7.4. The process of changing overseas force structure is one that involves most of the following actions, generally in the order listed:

7.4.1. Proposal to introduce or remove military capability at overseas locations and specifically at facilities as defined in JP 1-02, *Department of Defense Dictionary of Military and Associated Terms* (e.g., Main Operating Bases and Forward Operating Sites).

7.4.2. Proposal to realign physical overseas force structure.

7.4.3. Proposal for reassignment of forces.

7.4.4. Proposal to re-designate forces and/or command elements.

7.4.5. SECDEF approval or approval in concept.

7.4.6. HN consultations and site visits.

- 7.4.7. HNN approval, initiation, completion, and declassification.
- 7.4.8. Treaty notification.
- 7.4.9. Public announcement.
- 7.4.10. Physical movement of a military unit.
- 7.4.11. Unit inactivation/activation/re-designation.

## **8. OFSC Proposal Submission.**

8.1. The lead MAJCOM (or the Service or agency who is the basing action proponent) submits the draft OFSC proposal to AF/A8PB after coordination with affected combatant commands, appropriate functional combatant commands (e.g., USSOCOM, USTRANSCOM and USSTRATCOM), and Service components. At the outset of any OFSC coordination process an informal notification, usually via e-mail to all affected parties will aid the coordination process.

8.2. The OFSC proposal will be in memorandum or message format and shall contain the following paragraphs:

- 8.2.1. Proposed action.
- 8.2.2. Basis for proposal.
- 8.2.3. Statement that the OFSC proposal has been approved by SECAF and CSAF after being staffed through the AFSBS.
- 8.2.4. Desired HNN, public announcement, and effective change dates.
- 8.2.5. Statement of U.S. government commitments to the country or region (Title 10 requirements).
- 8.2.6. Congressional consultation, notification requirements, and actions.
- 8.2.7. Other information, including manpower and infrastructure implications.
- 8.2.8. Requested action.
- 8.2.9. COCOM assessment statement addressing POLMIL implications, operational risk implications, force structure implications, and infrastructure and resource implications. If coordination with the COCOM for this assessment has not occurred prior to submitting the draft OFSC proposal to AF/A8PB, it can be requested by the Joint Staff after receipt of the formal Air Force OFSC request.
- 8.2.10. Lead MAJCOM (or Service/agency) OFSC point of contact.

8.3. AF/A8PB will finalize the OFSC proposal memorandum, staff it for HAF signature, and submit it to the required Joint Staff and OSD addressees.

## **9. Host Nation Notification Request Coordination Process**

9.1. The HNN request process shall be executed for those movements that could impact U.S. relations with a host nation (HN) and/or affect broad Departmental responsibilities or treaties regarding overseas U.S. military presence. In all cases HNN is required for a move that impacts U.S. relations with the HN, which could be the move of a single weapon or

individual serviceman. This process is primarily managed by the geographic COCOM and the Department of State/American Embassy.

9.2. The HNN request coordination process will ensure all organizations with equity take appropriate actions, the HN is properly informed, international agreements are met, and declassification is properly handled before public release of the information. At the outset of any HNN request an informal notification, usually via e-mail, to all affected parties and a posting on the collaboration blog [http://www.intelink.sgov.gov/blogs/\\_ofsccollab](http://www.intelink.sgov.gov/blogs/_ofsccollab) will aid in the coordination process.

9.3. If OSD and the Joint Staff determine that sufficient details are included in the OFSC proposal memorandum, USD(P) approval of HNN may be provided with SECDEF approval of the OFSC.

9.4. If HNN approval is not provided when the OFSC is approved, the lead MAJCOM must initiate the HNN coordination approval process IAW CJCSI 2300.02F. See Attachment 3 to this instruction.

9.5. Timelines. A number of factors to include HN treaties and agreements influence how quickly an OFSC and/or HNN request can be coordinated. For planning purposes, 180 days is required for proposals deemed policy significant at the national level by USD(P). These 180 days are in addition to the time required to obtain a SECAF/CSAF basing decision IAW the process implemented through AFI 10-503, *Strategic Basing*. The definition of policy significant is: an OFSC expected to result in HN or US domestic political discussions at the national level and/or HN press coverage that may create political controversy at the national level.

## **10. Realignments**

10.1. A realignment, IAW DoDI 4165.69, is the return, or partial return, of overseas sites operated or maintained by US personnel or forces to host nation control. It also applies to the conversion to standby status of overseas sites operated or maintained by the United States.

10.2. Proposals for realignment may involve an OFSC or may simply be a real estate action requiring HNN. The lead MAJCOM should coordinate with AF/A8PB to determine if a proposed realignment constitutes a basing action.

CHRISTOPHER D. MILLER, Lt Gen, AF/A8  
DCS, Strategic Plans and Programs

**Attachment 1****GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References*****Section A: Interfaced Publications**

AFPD 10-5, *Basing*, 26 Nov 93

AFI 10-501, *Program Action Directives (PAD) and Programming Plans (PPlan)*, 5 Jan 94

AFI 10-503, *Strategic Basing*, 27 Sep 10

**Section B: Related Publications**

AFI 31-401, *Information Security Program Management*, 1 Nov 05

AFI 31-601, *Industrial Security Program Management*, 29 Jun 05

AFI 32-7061, *The Environmental Impact Analysis Process*, 12 Mar 03

AFI 32-7066, *Environmental Baseline Surveys in Real Estate Transactions*, 25 Apr 94

AFI 32-9000 Series, *Real Property Management*

AFPD 31-4, *Information Security*, 1 Sep 98

DODD 5530.3, *International Agreements*, 11 Jun 87

DODI 4165.69, *Realignment of DOD Sites Overseas*, 6 Apr 05

DoD 5200.1-R, *Information Security Program Regulation*, 14 Jan 97

DoD 5220.22-R, *Industrial Security Regulations*, 4 Dec 85

CJCSI 2300.02F, *Coordination of Overseas Force Structure Changes and Host Nation Notification*, 30 Sep 09

CJCSI 2300.03C, *Realignment of Overseas Sites*, 26 Dec 07

32 CFR Part 187, *Environmental Effects Abroad of Major Department of Defense Actions*

**Adopted Forms**

AF Form 813, *Request for Environmental Impact Analysis*, 1 Sep 99

***Abbreviations and Acronyms***

**AF**—Air Force

**AFI**—Air Force Instruction

**AFMAN**—Air Force Manual

**AFRIMS**—Air Force Records Information Management System

**AFPD**—Air Force Policy Directive

**AFRC**—Air Force Reserve Command

**AFSBS**—Air Force Strategic Basing Structure

**AMEMB**—American Embassies  
**AOR**—Area of Responsibility  
**BAR**—Basing Action Request  
**BRRP**—Basing Request Review Panel  
**COCOM**—Combatant Commander  
**CSAF**—Chief of Staff, Air Force  
**DEPSECDEF**—Deputy Secretary of Defense  
**DOD**—Department of Defense  
**DRU**—Direct Reporting Units  
**EBS**—Environmental Baseline Survey  
**EIAP**—Environmental Impact Analysis Process  
**FOA**—Field Operating Agency  
**GFMIG**—Global Force Management Implementation Guidance  
**GPEC**—Global Posture Executive Council  
**GPIT**—Global Posture Integration Team  
**HAF**—Headquarters Air Force  
**HN**—Host Nation  
**HNN**—Host Nation Notification  
**HQ**—Headquarters  
**IAW**—In Accordance With  
**JCS**—Joint Chiefs of Staff  
**MAJCOM**—Major Command  
**OFSC**—Overseas Force Structure Changes  
**OPR**—Office of Primary Responsibility  
**OSD**—Office of Secretary of Defense  
**OSD(P)**—Office of Under Secretary of Defense for Policy  
**PAD**—Program Action Directive  
**POLMIL**—Political and Military  
**RDS**—Records Disposition Schedule  
**SECAF**—Secretary of the Air Force  
**SECDEF**—Secretary of Defense  
**SB**—ESG—Strategic Basing Executive Steering Group



**USSOCOM**—US Special Ops Command

**USTRANSCOM**—US Transportation Command

### *Terms*

**Air Force Strategic Basing Structure (AFSBS)**— The AFSBS enables Air Force basing decisions by supporting an enterprise-wide, criteria-based review. The AFSBS presents recommended courses of action to the SECAF and CSAF for making criteria-based decisions. The top-down deliberative elements of the AFSBS are the Strategic Basing – Executive Steering Group (SB-ESG) and the Basing Request Review Panel (BRRP). The AFSBS is guided by the Air Force Strategic Plan, Defense Planning and Programming Guidance (DPPG), Air Force Planning and Programming Guidance (APPG), CORONA, Core Function Master Plans (CFMP) and other written sources. The ultimate goals of the AFSBS are to provide a multifunctional, cross-staff perspective on all key Air Force basing decisions, enhance basing issue responsiveness, support interactive corporate decision-making, and bridge organizational barriers to improve the basing process.

**Basing**—Actions taken to position Air Force units (on AF or non-AF property) or non-USAF entities on USAF real property. Basing is the process used to determine the location of a unit, manpower, mission, or activity.

**Beddown**—The process and act of placing a unit, mission, activity, or personnel on real property for longer than one year. This applies to activities of all military branches, other DoD, non-DoD federal, state and local governmental, and/or private agencies requesting the use of Air Force real property. Beddown is considered the execution of a basing action.

**Enterprise—Wide Look** – The process of applying the criteria developed by the proponent and approved by HAF to score the enterprise of major/minor installations and sites worldwide. The enterprise could be as large as approximately 200 locations, but the size is ultimately dependent on operational requirements and the nature of the mission being evaluated for basing. Once the locations have been quantitatively evaluated against the HAF-approved criteria, the BRRP may host a conference to apply military judgment factors to the scored lists to produce a proposed candidate list. When the candidate list is approved by the SB-ESG and/or SECAF/CSAF, these locations are eligible for site survey requests and are subject to the environmental impact analysis process as a reasonable range of alternatives for the proposed basing action. This entire process should produce transparent, repeatable, and defensible results.

**Global Posture Executive Council (GPEC)**— The core executive body of the DEPSECDEF chartered Posture Process. Ensures that key initiatives are forwarded in time to influence budgetary processes and key documents. Provides posture-related policy guidance to subordinate agencies for incorporation in planning documents. The GPEC meets quarterly.

**Global Posture Integration Team (GPIT)**— Staff-level team representatives from key posture stake-holders responsible for preparing posture initiatives and evaluation criteria for decision making bodies. May assign initiatives to subordinate GPIT Core for further preparation. The Core is comprised of representatives from OSD, State, and the Joint Staff.

**Military Judgment**— A qualitative process that evaluates the approved enterprise-wide list with respect to factors such as Plans and Guidance, Global Posture, Building Partnerships, Total

Force, Beddown Timing, Force Structure, Training Requirements and Efficiencies, Logistics Supportability, and Resources/Budgeting to produce the potential candidate list.

**Program Action Directive (PAD)**—PADs are generated at the Air Staff level and are used to direct MAJCOM development of PPlans/PMsgs for program actions already in the President's Budget or which are to be worked into the President's Budget through standard processes.

**Proponent**—The office, unit, or activity at any level that initiates an Air Force basing action.

**Site Survey**—An authorized visit by an individual or team to survey real property to determine its feasibility for a unit or mission beddown. Site surveys may, in part, consist of preliminary examinations, field investigations, etc.

**US Territories**—Territories associated with, or administered by, the U.S. Government, including but not limited to the Commonwealth of Puerto Rico, American Samoa, Guam, the Commonwealth of the Northern Marianas Islands, Johnston Atoll, Midway Island, Virgin Islands, Trust Territory of the Pacific Islands, and Wake Island.

**Attachment 2****SERVICE OR FUNCTIONAL COMBATANT COMMAND HNN REQUEST  
MESSAGE/MEMORANDUM**

1. Although the Service or functional combatant command (e.g., USSOCOM, USTRANSCOM, or USSTRATCOM) HNN request message is primarily sent to the Service component for action, the message shall be sent as information to all organizations that may have equity in the force structure change. Addressees include, but are not limited to, the applicable AMEMB, OUSD(P), Joint Staff, Service staff, other affected sister Service components (as appropriate), geographic combatant command, program offices (if applicable), USTRANSCOM (when military lift may be needed to support the move), and the affected military units.

2. The Service or functional combatant command announcement message and/or memorandum start the HNN request process. However, a Service component, in coordination with the Service HQ, may also start the process by including information below in the Service component message to the combatant command. The message shall outline the proposed action and reference the applicable Service approval documentation. The message and/or memorandum shall contain the following paragraphs:

- a. Proposed action.
- b. Basis for proposal.
- c. Approval documentation.
- d. Desired HNN, public announcement, and effective change dates. (Note: HNN declassification does not equate to public announcement – some OFSCs do not warrant public announcement.)
- e. Statement of U.S. government commitments to country or region – Title 10 requirements.
- f. Congressional consultation, notification requirements, and actions.
- g. Other information, including manpower and infrastructure implications.
- h. Requested action.
- i. HNN contact and PPAG contact.